Pt. I

195 47.-48 **File No.** 6919/36

A CLASS. P.W. **DEPARTMENT**

E . **BRANCH** (II)

Subject:—

Pay.

Government Servants under

P.W.D.

Revision of the scale of—

Pt. V

File No. 6919/36 E (II)

Ptd. Sectt. Slip 91 A

Std. Sectt. 78A e.

G.R., G.D., No. 2408, dated 22-6-22.]

Correspondence

DOCKET SHEET (B)

Pt V

Subject :—

File No. 6919/36

P.W. DEPT.

Fz BRANCH. (15)

References :—

Copies from main file A(PS) 948

Date.	To whom sent.	Notes and instructions.

Letter

Confidential.
Very Urgent.
No. 6919/36-E(II).

Public Works Department,
Bombay Castle, 22nd Sep. 1947.

To

The Superintending Engineer, Northern Circle.

The Superintending Engineer, Central Circle.

The Superintending Engineer, Deccan Irrigation Circle.

The Electrical Commissioner with the Government of Bombay.

The Electrical Engineer to Government.

The Public Health Engineer to Government.

The Director, Development Department Chawls.

Subject: General (post-war) revision of pay.

Copies of (a) Government Memorandum, Finance Department, No. 6567/33 X, dated the 10th September 1947, (b) the Schedule of proposed revised pay-scale and (c) the Secretariat Note dated the 20th September 1947, are forwarded herewith for scrutiny. A meeting will be held in the Secretariat on Monday, the 6th October 1947, at 3 p.m., for discussion and for final framing of the proposals. The meeting should be attended by the officers designated above, including Mr. N.P. Gurjar, who will then be Chief Engineer and Secretary to Government, and Mr. J.F.Paisley, who will then be Superintending Engineer, Northern Circle. The then Executive Engineer, Presidency Division and Director, Development Department Chawls, need not attend the meeting. Paragraph 8 of the Finance Department Memorandum indicates the pressing urgency of the case.

2. The officer concerned should bring proposals and remarks so as to enable final proposals being framed and communicated to the Finance Department.

By order of the Governor of Bombay,

Sd/-
22/9 O/C
(D. B. Anand),

Deputy Secretary to the Government of Bombay,
Public Works Department.

D.A:-
Copies of F.D. Memo., Schedule and Sectt. Note.

Issued.

Id 22/9

General revision of pay-scales.

E.B.(II). P. W. D.

The F.D. has forwarded the following papers on the above subject:-

(a) Schedule of proposed revised pay-scales for class III and IV services and posts.

(b) Notes indicating the general principles approved by Govt. in revising the pay and allowances.

The P.W.D. Department has been asked to offer remarks on the revised pay scales proposed for the services and posts in this Dept. as shown in the Schedule, and to verify and correct details re: number of posts, their designations and scales. The schedule is to be examined with special reference to the 8 points mentioned in para. 7 of the F.D. memo. It is to be referred to Heads of Deptts. without the Notes (which are meant for the Sectt. Depts.), only where absolutely necessary. One copy of the schedule is to be returned to the F.D. with the remarks of this Deptt. entered in column 9 thereof by the 12-10-47.

2. New reduced pay-scales were sanctioned for new entrants, who entered Govt. service after the 3-8-1931. In con. with the present revision, the old or pre- 1931 scales of pay are con-sidered to be generally adequate and are taken as a guide for woring out the revised scales, as the cost of living is expected to become stabilised in future at the same level at which it stood in 1921-23 when the old scales were introduced. In the case of the lower grades of Govt. servants, the pre- 1931 scales are, however, adjudged to have been inadequate. These Govt. servants are, therefore, given considerably higher scales in order to secure them a living wage. In the case of top grades, the pre -1931 scales are considered to have been more than adequate and accordingly, persons in those grades are to be given scales of pay, which are pitched below the old scales progressively as the highest ranges of pay are reached. Dearness, house rent and comp. local allowances, more or less on the lines sanctioned by the G. o f I. on the basis of the Central pay Commission's Report, will be granted in addition to pay.

3. All the services and posts under this Govt. have been divided into four classes as follows:-

(i) Class I } Correspond to present class I and
(ii) Class II } Class II services.

(iii) Class III - Includes present non-gazetted subordinate services and posts.

(iv) Class IV - Includes present inferior (formerly called menial) Post.

The schedule pertains to class III and IV services and posts only. A separate commuication re: gazetted services and posts (class I and II) is awaited from the F.D. This Dept. is* concerned with pps. 262-295 of the schedule, giving the proposed revised pay-scales for the subordinate and inferior services and posts (both permanent and tempy) in this Deptt. In common with other Depts., this Dept. is also partly concerned with some of the items at pps. 44-69, 209-210, and 214-215 of the Schedule. The question of allowances (dearness, house, rent, compensatory local) is still to be finally settled- including comp. local allowance for 'A' bad. The method of fixation of pay in the proposed revised scales (and not merely adjustment as is done at present under the rules) in order to secure the immediate benefit of improved pay to all old hands is also to be still considered.

4. For the present, the proposed revised pay-scales for class III and IV services and posts as given in the schedule are to be examined with ref. to the points in para. 7 of the F.D. memo. The structure of the Pay-Scales has been fixed on the basis of well defined principles as explained in the Notes. No pay-scale as given in the schedule can be radically altered without affecting the structure and the basis principles underlying it. The pay scales of posts in class IV and of lower grades in class III have been much improved, leaving little further to be desired about them. The portions of the schedule pertaining to this Dept. have been seen through, and before any detailed remarks are offered, some of the local officers may be consulted, if approved, as per draft letter put up; it does not appear necessary to consult all the S.Es. In the meantime, the schedule will be examined in detailed and the necessary remarks kept ready.

* The estabt. in the P.H. Circle has been included at pp. 155 -168 of the Schedule.

Id. Y.R.T.
19/9/47

Thro' E. B. (I)

Id. P.R.V.
19/9/47.

We should not attempt to alter the pay-scale as such but distinction has to be made between employees having different standards of education and responsibility within the same pay-scale. This can be met with in the followin g two ways :-

(a) Differentiation in the starting pay.

(b) Mergine the scale for the more responsible posts into the next higher scale of the same class.

The employees of this Deptt. are listed under various nomenclatures (malis, peons, sluice keepers, masons- to name only a few). Their case needs to be carefully considered so as to fix their scales and starting pays suitably though within the scales and categories laid down by the F.D.

It should not be normally necessary to change the class where a change in the scale will do. In rare and justifiable cases only should a change of classification be proposed.

2. Though the schedule lists only class III and IV employees, there would be no harm in examining the scales, maxima, minima and E. B. stops etc. for class I and II. This may also be done.

X X X X X

Id. D. R. A(nand),
19/9/47.

Id B. S. V(yas),
20/9

Id. R. H. H(ammett).
20/9/47.

Very urgent.
Confidential.

Finance Department

No. 6567/33-X.

Bombay Castle, 17th Sept. 1947.

Subject:- Classification of the Provincial Services into Classes I and II.

MEMORANDUM.

The undersigned presents compliments to the .

(1) Chief Secretary to the Government of Bombay, Political and Services Department,

(2) Secretary to ~~the~~ the Government of Bombay, Home Department,

(3) Secretary to the Government of Bombay, Revenue Department,

(4) Secretary to the Government of Bombay, Agricultural and Rural Development Department,

(5) Secretary to the Government of Bombay, Reconstruction Department (P. & S.D.),

(6) Joint Secretary to the Government of Bombay, Education and Industries Department,

(7) Secretary to the Government of Bombay, Health and Local Government Department,

(8) Secretary to the ~~Government~~ Government of Bombay, Legal Department,

(9) Secretary to the Government of Bombay, Public Works Department,

(10) Secretary to the Government of Bombay, Civil Supplies Department,

and is directed to request that the views of his Department on the question of classif ication of the Provincial Services under the control of his Department into a single or ~~two~~ two Classes may be communicated to the undersigned in the light of the noting on the subject reproduced in the accompaniment to this Memorandum. If any change in the existing classification is considered necessary, concrete proposals should be made with due regard to the specific considerations indicated in para. 4 (i) of the Financial ~~Adviser's~~ Adviser's note dated 19th June 1947 (vide serial no. 7 in the accompaniment) and in conformity with the general principles of revision set forth in Government Memorandum No. 6567/33-X,

dated 10th September 1947. The proposals should be forwarded to the undersigned, after unofficial consultation with (the Political and Services Department and) the Finance Department, by not later than the 15th of October 1947. Spare copies of this Memorandum and the accompaniment can be had, if necessary, from the Pay Revision Section of this Department.

( ) For (2) to (10) above.

By order of the Governor of Bombay,

J. SANTOS,
Financial Adviser to Government.

ACCOMPANIMENT TO GOVERNMENT MEMORANDUM NO. 6567/33, X,
DATED 17 th SEPTEMBER 1947.

1. Extract paragraphs from the Financial Adviser's Note I summarising the proposals of the Pay Revision Section tentatively accepted by Government in February 1947, subject to the minute of the Honourable Minister, Public Works Department.

30. Classification of services.- The Services are at present generally classified into class I, Class II, Subordinate and Inferior. This classification seems sound, but the main target of attack of those who think otherwise is the distinction between Class I and Class II. It is, therefore, ncessary to explain how and why this distinction came into existence. Prior to the introduction of diarchy and provincial autonomy the higher posts in each Department were manned by members of the Imperial Services, such as the Indian Educational Service, the Indian Service of Engineers, the Indian Agricultural Service and the Indian Forest Service. The personnel of these services was generally speaking recruited overseas and possessed high academic qualifications of foreign universities. With the provincialisation of these Imperial Services it became necessary to create substitutes and the Class I services and the Class I services came into existence.

31. So much for the historical side of the question. Now for the reason why this distinction is still maintained. Since the Class I services were meant to replace

the Imperial Service officers who were usually men with very high qualifications holding the key posts in the various departments of Government, it became necessary to pitch the pay-scales of Class I services fairly high in order to attract the best talent available.

32. An objection which is sometimes urged against the present classification is that some highly qualified or brilliant persons may have to take up Class II posts because of absence of vancies in Class I or other reasons and this ultimately leads to discontent and heart-burning. This objection is, however, met by permitting a percentage of posts in Class I to be filled by promotion from Class II, the promotion being strictly according to merit and made in consultation with the Public Service Commission. Again, when direct recruitment is made to Class I, persons in Government service are sometimes eligible to apply for the posts and they then take their chances along with outsiders. The Political and Services Department will be asked to re-examine the question of reserving a definite and appropriate number of vacancies in the Class I services to be filled by promotion from the Class II services fairly early in the career of the men.

33. The proposal to replace the Class I and Class II services by one service derives its main strength from the agitation of those who do not naturally like the differentiation. From the point of view of the Finance Department, however, it is of the utmost importance to maintain the two classes. Practically in all Departments the majority of higher posts is such that their functions can be efficiently performed by officers with lower qualifications who cab be obtained on lower rates of pay. At present Class II officers, broadly speaking, are paid on the scale of Rs. ---- 170-10-250-E.B.-15-400-E.B.-20-500-with a probationary 250-20-390-E.B.-20-550-E.B.-20-650 or 750(old entrants) pay of Rs. 150/170 for two years (new entrants), whereas Class I officers are paid on the scales of Rs.

Rs. .....

Rs. 300-20-420-E.B.-30-660-E.B.-40-900 with probationary pay 320-40-640-E.B. -40-1,200 with a selection grade on Rs. of Rs. 300/250 for 2 years (new entrants). If these two classes 1,200 -50-1,350 (old Entranits) were replaced by one class and the starting pay were fixed at Rs. 300, it would be a distinctly uneconomical proposition in so far as the posts at present in Class II go. On the other hand, if the initial pay were to be reduced, the service would not attract the best class of candidates whom we now secure on the initial pay of Rs. 300. The intial pay is a very important psychological factor for recruitment purposes. The position would be similar in regard to the maximum pay. A scale which begins somewhere near the minimum of Class II and ends somewhere near the maximum of Class I with efficiency bars interspersed would provide no real solution, as our experience of the working of efficiency bars has shown that they are not actually very effective in preventing loss to Government, particularly in the case of gazetted officers.

34. A suggestion has been made to replace the present two classes by one class on junior and senior scales of pay with a rider the provision should be made for direct recruitment to the senior scale. This in substance is not different from the existing system of two classes with provision for promotions from Cless II to Class I. A system of junior and senior scales without provision fro direct recruitment to the senior scale would be open to the objections in the foregoing paragraph. At present the system of junior and senior scales obtains chiefly in the I.C.S. and I.P. But here we have the Bombay Civil Service and Bombay Police Service which roughly correspond to class II services. Later on if and when the I.C.S. and I.P. are provincialised, we shall no doubt have two classes of services for the departments in question. (If has now been decided to maintain these two services on a centralised basis.) As has been explained above, this is what took place when the other Imperial Services were provincialised. Junior and Senior scales are also found in the Public Works Department, but they are the components of Class I service of that Department, which has in addition a Class II service: the senior and junior scales do not take the place of Class I and Class II services. This System makes

makes for better control and greater economy than the system of maintaining two Class of services on running scales.

* * * * *

37. The general opinion at the Delhi Conference* was also in favour of maintaining the existing distinction between Class I and Class II and at the same time throwing open a small percentage of posts in Class I for promotion from Class II. It was generally felt that such promotion should take place early in the career. Opinion as to what percentage of posts should be reserved for promotion was however divided. Some would fix it as high as 50 per cent., which others considered 25 to 35 per cent. as adequte The conclusion therefore seems to be that the existing classifications should be continued.

---

2. Minute of the Honourable Minister, Public Works Department, dated 10th February 1947, recorded on file No. 6567/33-

As for the technical services, there is no reason to continue Class I and Class II. Recruitment should be at the bottom. Study leave should be given and a post graduate diploma enforced on the first ten years of service. One or two efficiency bars in the early years should judge the officer's aptitude, energy, honesty, etc. and a final efficiency bar at 18 years service should only be passed by a man who has done post-graduate work.

Subordinate technical services should be reserved for diploma holders.

---

3. Extracts from the notes at pages 99 to 105 of file 6567/33 -

Submitted with reference to the office note dated 2nd January 1947.

2. These papers were submitted to Government for the purpose of obtaining (i) Government's approval of the draft replies to the questionnaire of the Central Pay Commission and (ii) Government's orders on the various questions, particularly those relating to pay, on the basis of which this Department could proceed to the formulation of the post-war pay-scales of employees of this Government

3. * * * * * *

4. As regards (ii) above, Government have approved all the draft answers, with the exception of the answer to question No. 1 regarding classification of the service. The view of this Department expressed in the draft answer is that existing classification of the Provincial (Gazetted) services into Class I and Class II does not require any modification. H.M., P.W.D. in his minute of 10th February 1947, has directed that the following modifications are necessary so far as the technical services are concerned:

(i) There should be one class, to which recruitment should be made at the bottom;

(ii) the candidates so recruited should be granted study leave to enable them to obtain a post-graduate diploma; the acquisition of the diploma within the first ten years of service should be made compulsory;

(iii) the pay scale should be one running scale with one or two efficiency bars in the early years to facilitate sifting of capable, energetic and honest officers, and another efficiency bar after 18 years' service, to be passed only by persons who have done post-graduate work.

5. It is respectufully submitted that the above orders seem to need reconsideration in the light of their financial implications explained below and of the recommendation of the Central Pay Commission on this question of classification of the sercices. The Pay Commission is understood to have recommended that it is desirable to retain Class I and Class II, except in the Departments where the differentiation between the two classes is not necessary or possible, either because of the mode of recruitment or because of the difficulty of distinguising between the importance and responsibility of the duties respectively performed by Class I and Class II officers. The main reasons which weighed with the Commission in reaching the general conclusions is understood to be that the two classes or groups in fact cater for different levels of responsibility and are, therefore, manned by persons with corresponding difference in ability and qualifications. While there is a large body of work of a less important character to be done, it would be extravagant to recruit

officers to do it on the terms required to obtain men for a higher class of duty (i.e. Class I ment). This argument applies with greater force to the Provincial Services including the technical services. Attention is invited to paragraph 9 plus of the remarks of the Pay Revision Section on question No. I. The majority of higher posts and the charges attached to them are such that their functions can be efficiently performed by officers with lower qualifications who can be obtained on lower rates of pay. On the other hand, the posts grouped in Class I are key posts, which are filled by men of outstanding ability and high qualifications, who are not available on a low rate of pay. Amalgamation of the two classes is, therefore, a distinctly uneconomic proposition and will lead to an increase in the establishment costs without corresponding gain. The grant of study leave to a large number of officers with a view to their eventual appointment in the higher posts in the combined Class I will also entail considerable expense to Government.

6. In view of the reasons stated above, it seems desirable to retain the existing division of the technical services into Class I and II. As stated above, the Pay Commission is understood to have recommended exceptions to be made to the existing classification only where the difference between the two classes is not necessary or possible, either (a) because of the mode of recruitment or (b) because of the difficulty of distinguishing between the importance and respondibility of the duties respectively performed by Class I and Class II officers. There seems to be no such difficulty as (b) above in respect of the Medical and Engineering services or for that matter, of all the other Provincial Services divided into Classes I and II. The posts grouped in Class II are distinctly on a lower level of responsibility. The qualifications insisted upon in respect of candidates

* Conference of representatives of provincial governments with the Central Pay Commission.
† Substance reproduced in paragraph 33 at Serial No T above

for ... [illegible] ... a low level of ... quality.
for the Class I posts are also distincly higher. It may further be mentioned that some posts in the Class II services are held by persons promoted from the lower non-gazetted ranks. For example, 20 per cent of the B.M.S. Class II cadre is normally reserved for the promotion of officers from the non-gazetted ranks. A combined Class I scale, which will of necessity be a high pay-scale, will be unsuitable for the promoted officers who might have to retire after earning only a few increments in the Class I scale. The combined Class I will also fall below the standard of the existing Class I with the influx of these officers, though the pay-scale will be uniformly high for the whole cadre.

* of B.M.S. officers possessing the requisite qualifications & the B.S.E. Class II is filled mainly by promotion

7 In view of the reasons stated above, it is for the orders of Government whether the existing division into Classes I and II should be done away with in the case of the technical services and, if so, which of the technical services should be brought within the scope of this reform

---

Financial Adviser's Note.

* * * * *

2. As regards the question of dividing the higher services into two classes, the reasons for maintaining this classification are fully stated in our note * on question No1 at flag B. A perusal of that note is solicited particularly of paragraph* 3,6-9 and 13. It will be seen that only highly qualified persons are directly recruited to the Class I services and that there are strong financial and administrative grounds for maintainin a distinction between Class I and Class II. An amalgamation of these two classes will be either a distincly uneconomical proposition or keep out highly qualified persons from our sercices. In regard to the latter point, it may be explained that a person who has, for instance, already obtained valuable post-graduate qualifications, will not be attracted by a modest rate

of initial pay (as it will have to be, if we are to have one class and at the same time avoid extravagance), if he has to wait for years before he can receive the benefit of such qualifications. We shall only attract lower qualified people who will come in with the hope of acquiring higher qualifications at the expense of Government by taking study leave. In any case, such men are, under the existing system, not debarred from promotion to Class I if they prove their mettle. It has already been pointed out that having one class and giving a higher initial pay to a better qualified candidate is tantamount to having two classes with, if anything, this difference that the system of higher initial pay in one class raises awkward questions of seniority etc. which have to be arbitrarily settle with the consequent dissatisfaction which normally attaches to such settlements. It has also been pointed out that efficiency bars do not provide a good enough remedy, as experience has shown that it is very difficult, if not impossible, to work such bars satisfactorily in practice.

3. The Central Pay Commission also, if is understood, have recommended the continuance of two classes. The small latitude (mentioned at A' of 100 ante) they have permitted is due mainly to reasons which do not apply to the Class II services of this province. A large majority of the Central Class II services do not constitute properly organised services like oul Provincial Class II services These Central Class II services comprise a number of posts, some of them on comparatic ely high wages of pay, which were originally intended to be filled by promotion for senior members of the subordinate services. When the Classification Rules were introduced, these posts were simply given the label of Class II. On the other hand, most of our Class II services have been from the very start properly organised ad such and been given the standard rates of pay considered appropriate for the kind of personnel required to fill Class II services. Had the Central Class II services been constituted on the same

basis as our Class II services, there is little doubt that the Central Pay Commission would have made a recommendation for the continuance of two classes without any qualification. The minor qualification which the Central Pay Commission are said to have embodied in their report has as its basis conditions which do not hold good in the case of our Class II services. It is not clear from the notes already recorded on this file what exactly the reasons are why an exception to the general rule of keeping up the two classes should be made in the case of the technical services with the resultant sacrifice of uniformity to which a great deal of importance has been attached in various representations received by Government. The Administrative Enquiry Committee will doubtless want to know these reasons when, as already arranged, the principles to be followed by us in effecting the post-war revision of pay-scales are referred to them for their criticism. They will also want to know what services are covered by the term "technical services".

4. In these circumstances I am respectfully of the opinion that the matter requires further consideration.

000000000

4. Extract paragraph from the Financil Adviser's Note II, summarising the recommendation of the Central Pay Commission -

(iii) The Commission feels great hesitation in coming to a decision on the question of the classification of Superior services in two classes - Class I and Class II Some Members feels that all posts in the cadre of Class II Services the duties of which are indistinguishable from those discharged by members of Class I Services should be merged in the junior scale of Class I, and, unless there is any insuperable objection, the remaining gazetted posts in Class II Services might also be included in Class I under one or more separate grades, the resulting position being not dissimilar to that of Class III which comprises a number of scales. The inclination of the majority of

---

* Substance reprcduced at serial no.1 above.

+ Portion marked "A" on page 3 ante.

Members is that it was desirable to retain the two classes, but in departments where the differentiation between the two classes was not necessary or possible either because of the mode of recruitment or because of the difficulty of distinguishing between the importance and the responsibility of the duties respectively performed by Class I and Class II officers, the two-fold classification may be dispensed with and the two groups treated as one gazetted service.

---

5. Extract paragraphs from the Financial Adviser's Note III reviewing the proposals in Note I in the light of the Central Pay Commission's recommendations -

11. Note I : Paras. 30 to 37.

Note II: Paras. (ii) to (iii).

Classification of Services.

(1) The Conclusion reached in Note I is that the existing classification of services is generall sound and does not required any modification. Regarding this the tentative view of Government is as follows:-

The existing classification of gazetted servives into Class I / Class II is generally sound and does not require any modification except in regard to technical services, in which there is case for abolishing the distinction and creating one class with the necessary efficiency bars. The classification of non-gazetted services into "Subordinate" and "inferior" is also sound, though the terms may, if considered desirable, be replaced by "Class III" and "Class IV".

* * * *

(3) As regards the gazetted services, the Central Pay Commission have recommended the continuance of two classes but have allowed some latitude in the case of services in which amalgamation of the two classes may be desirable either because (i) the mode of recruitment to the two classe is more or less the same or (ii) the imp-ortance and the responsibility of the duties performed by officers in the two classes are of the same order. The last two conditions have been recognised by the Central Pay Commission as

justifying a departure from the general rule of two classes mainly because of the peculi ar organisation of the peculiar organisation of the Central Class II services. A large majority of these services do not constitute properly organised services like our Class II services. The Central Class II services comprise a number of posts, some of them on comparatively high rates of pay, which were orginally intended to be filled by promotion from senior members of the subordinate services. When the classification Rules were introduced, these posts were simply given the label of Class II. On the other hand, most of our Class II services have been from the very start properly organised as such with distinct standards of qualifications and been given rates of pay considered appopriate for the kind of personnel required to fill class II services. Had the Central Class II services been constituted on the same basis as our Class II Services, there is little doubt that the Central Pay Commission would have made a recommendation for the continuance of the two classes without any qualification.

(4) The tentative view of this Government on the question of classification, stated at the commencement of this para., is in conformity with the recommendation of the Central Pay Commission, except in regard to the technical services for which a single class is proposed. Amalgamation of the two classes in these services can be considered justified only if the two conditions mentioned above, under which the Central Pay Commission concede the need for a unified class, are satisfied. But as already stated, the two conditions are peculiar to the Central Class II services and are not applicable to Class II services, including the technical services, in this Province. The majority of posts in these services are such that their functions can be efficiently performed by officers with lower qualifications who can be obtained on lower rates of pay, while only highly qualified persons are need for the Class I. An amalgamation of these two classes will be either a distinctly uneconomic proposition or keep out highly qualified persons from the servive. In regard to

recruitment or because of the difficulty of distinguishing between the importance and responsibility of the duties respectively performed by Class I and Class II officers, the two-fold classification may be dispensed with and the two groups treated as one gazetted service.

6. In departments in which the superior posts are divided into two classes of services, there should be a single scale of pay for each class. Junior and senior scales should, however, be provided in departments, if any, in w hich such posts are to be constituted into a single class on the grounds indicated above,

---

7. Extract paragraphs from the Financial Adviser's note dated 19th June 1947 on the general revision of pay-

4. (i) In regard to classification of the services into Class I and Class II, the Central Pay Commission have made a general recommendation that it is desirable to retain the two classes, but have added a rider to the effect that, where the differentiation between the two classes is not necessary or possible, either because of th e mode of recruitment or because of the difficulty of distinguishing between the importance and responsibility of the duties respectively performed by Class I and Class II officers, the two-fold classification may be dispensed with and the two groups treated as one gazetted service. The reasons in support of the general recommendation mentioned above and of its proposed adoption in respect of the gazetted services in this province will be found in the notes at pages 99 to 105 of file No. 6567/33. The Administrative Enquiry Committee have also made a general recommendation in favour of retaining two classes, with provision for exceptions on the lines of the Central Pay Commission's recommendation. The Administrative Enquiry Committee's recommendations may be accepted by Government The present tentative view of Government is to amalgamate the two classes only in the technical services. It is, however, possible that there may be non-technical services wherein one or both of the conditions, subject to

to the latter point, it may be explained that a person with high qualifications will not be attracted by a modest rate of initial pay, as it will have to be if we are to have one class and at the same time avoid extravagance. The expedient of granting higher initial pays to highly qualified candidates is tantamount to having two classes with, if anything, this difference that the system of higher initial pay in one class raises awakward questions of seniority, etc. which have to be arbitrarily settled, with the consequent dissatisfaction which normally attaches to such settlements. The provision of efficiency bars to keep down inefficient persons, who may not be considered fit for promotion up to the maximum of the scale of the unified class, will also be a poor solution (compared to two distinct classes), as experience has shown that it is difficult to work efficiency bars satisfactorily in practice, particularly in the case of gazetted officers.

(5) In view of the objections urged above on administrative as well as financial grounds, it is intended to move the Government to modify its tentative view in respect of the technical services, in favour of continuance of the two classes in these services.

---

6. Extract paragraphs from the interim report of the Administrative Enqury Committee on the principles to be adopted in revising the pay scales of Provincial Government servants -

5. Both administratively and financially it is a sound policy generally to maintain the existing classification of services into Class I and Class II, provided that persons directly recruited to the Class I services are required to possess qualifications definitely higher than those required of candidates recruited to Class II or that they are selected on the results of a competitive examination conducted by an authority like the Public Services Commission. In departments, however, in which the differentiation between the two classes is not necessary or possible, either because of the mode of

which the Administrative Enquiry Committee have recommended amalgamation, are fulfilled. It seems best to leave it to the administrative departments of the Secretariat to consider whether amalgamation of the two classes is desirable in any service (whether technical or not) and, if so, to make out a reasoned case for it on the specific basis indicated by the Central Pay Commission and the Administrative Enquiy Committee. If there is to be a single class in any service, the departments may be asked to propose junior and senior scales for the service, as recommended by the Administrative Enquiry Committee. The following course of action is therefore proposed to be taken. Extracts from the noting hitherto recorded on this question and also from the report of the Administrative Enquiry Committee will be forwarded to the administrative departments of the Secretariat, with a request to them to make concrete proposals, if any, on the lines suggested above, in consultation with the Political and Services Department and the Finance Department, and to forward those proposals (with a statement of the reason s underlying them) to the Pay Revision Section in the Finance Department for examination and incorporation in the final orders, subject to such modification as might be made in the interests of rationalisation and uniformity of pay-scales.

---

8. Extract paragraph from section III of Secretary's note dated 7th July 1947 -

4. (i) The Central Pay Commission has in effect recommended that unless, in any instance, a case has been established to the contrary, Class I and Class II should remain separate. The onus of establishing the case is on Departments, if any, which still recommend amalgamation of Class I and Class II in any particular instance. The procedure suggested by the Financial Adviser in paragraph 4 (i) of his note will be followed and specific orders of Government taken where amalgamation is proposed.

6919/36
P. W. D.

General revision of pay-scales for subordinate and inferior services.

E.B.(II).

The notes at pp. 13-14 ante give general information on the above subject and this note is put up in continuation thereof. In order to effect uniformity in the pay-scales, typical scales have been laid down, and all posts have been fitted into these scales or portions of them. This Deptt. is concerned with pp. 262-295 of the Schedule of the proposed revised scales. The establishment in the P.H/Circle has been included at pp. 155-168 of the Sched ule.

2. For inferior of flass IV services, the proposed typical pay-scales(mofussil) are compared below with the present sanction scales -

	Present Scales Rs.	Proposed scales Rs.
(a) Peons, Chowkidars, Tapalis, Khalasis Hamals, Coolies etc.	13,14,---18	30-1/2-35
	17,18, --21	35-1-50
(b) Naiks, Haildars etc.	"	(35-1-50 (40-1-50-2-60
(c) Skilled or semi-skilled employees.		

From the above, it is clear that the pay of class IV employees has been much improved, leaving little further to be desired about it. No remarks are therefore called for in that connection.

3. Several typical scales have been laid down for fixing the scales for subordinate servives. The lowest typical scales is Rs. 46-3-85-4-125-5-130, which has been adopted in whole or in part in fixing the lowest grade scales for subordinate services in the different Depts. The present lowest clerical grade (mofussil) in this Dept. and the revised scale proposed for it are. -

Present scale Rs. 25-5-2-66 (Matriculates
(Starting on
(Rs. 30/-

Proposed scale Rs. 46-3-85-4-105 (Matriculates
(starting on
(Rs. 55/-

The present sanctioned scale for Tracers and computors and the revised scale proposed for them are -.

Present scale Rs. 25 - 2- 55 - 3 - 70

Proposed Scale Rs. 46 -3 - 85 - 4 -105

The pay of all lower grade subordinate services has been much improved as exemplified above, and no remarks ar called for in that connection.

4. In the case of higher grades in subordinate services, the pay-scales have been improved by restoring the old scales in place of the existing scales applicabl e to new entrants of 1931 and onwards. For example, the scale for the S.E's Head clerk are -

Present scale applicable to new entrants.	Rs. 200-10-260
Proposed scale formerly applicable to old entrants.	Rs. 220-10-300

In several cases, the rate of increment, which is considered inadequate, has been improved in addition to restoring the old scales. For example, the present and the proposed scales for the S.E's First clerk are -

present scale applicable to old entrants.	Rs. 150-5-200
Present scale applicable to new entrants.	Rs. 135-5-180
Proposed revised scale	Rs. 150-10-200

On remarks appear to be called for to suggest any further improvement in the above type of scales.

5. In proposing revised pay-scales, the subordinate and inferior services have been treated generously on the whole, and no separate remarks are called for in respect of each scale. No radical change can be suggested in an y pay-scale without affecting the pay-structure, which has been framed on definite principles as explained in the F.D. memo. dated the 10-9-47 within. Accordingly, what is required to be done is to examine the proposed pay-scale with ref. to the points indicated in para. 7 of the F.D. memo, particularly whether any posts

have been omitted from the Schedule of the proposed revised scales, and whether there are any descrepancies requiring to be set right. The Schedule has beeb examined on this basis and the following remarks are offered at this stage. The more important categories of estabt. are also mentioned with their scales.

6. A large number of categories of posts (both subordinate and inferior) borne on the temp. and work-charged estabts. in this Deptt. have been made permanent since 1943, and pay-scales sanctioned for them in Govt. Resolution -

No. 3260/36, dated 19-11-43
No. 3486/36, dated 19-11-43
No. 3486/36, dated 24-3-44
No. 3486/36, dated 9-10-45
No. 3260/36, dated 30-11-45
No. 3486/36, dated 28-7-47.

several categories of the posts mentioned in the above G.Rs. do not find place in the Schedule and a list of them will have to be sent to the F.D., which will have to revise the scales for them on the basis of the principles already approved by Govt. The more important categories of subordinate establishments in this Dept. are -

(a) Overseers, Surveyons and sub-Overseers.
(b) Draftsmen.
(c) Clerical establishment.
(d) Storekeeprs and Asstt. Storekeepers.
(e) Secretariat establishment.

7. Overseers. Surveyors and Sub-Overseers.-

A revised pay scale of Rs. 70-5-110-10-250 with a se selection grade of Rs. 275 for 3 per cent of the cadre was sanctioned for the S.S.E. in 1944 as a result of the conditions created by the war. It is now proposed to improve it further to Rs. 80-5-100-8-140-10-270 with a selection grade of Rs. 300/- for 3 per cent of the cadre. The scale applies to Surveyors also. Overseers are the back-bone of this Dept. as stated by Sir G.Collins, as they are concernd with the actual preparation of plans and estimates and

and execution of works. The present sanctioned scale has not been found attractive enough, as proved by the recruitment difficulties. Hence. higher starting pay is allowed to temp. and work-charged men upto Rs. 200/- in the case of B.Es. and Rs. 130 in the case of D.C.Es. It is for consideration whether a pay-scale of Rs. 80-10-300 may be suggested, without a selection grade and with efficiency bars at Rs. 150 and Rs. 220. This scale does not much depart from the one suggested by the F.D, and yet shows a distinct improvement taken as a whole. It will be on the analogy of the running scale of Rs. 100-12-460 for Superivisors in the El. Circle. The payscales for Sub-Overseers are -

Present - Rs. 50-5/2-75-3-90-5-120

Proposed - Rs. 72-4-120-5-150

Compared with the proposed scale for Sub-Overseers, who have only 9 months' ~~enjoing~~ engring training after Matriculation, the scale of Rs. 80-10-3000 suggested for Overseers, who are fully qualified Engineers, is not too generous.

8. Draftsmen:- The present sanctioned scales (applicable to new entrants) and those proposed for th e Draftsmen establishment are. -

Present scales. Rs.	Proposed scales. Rs.	
135-10/2-185 or 180-10-250 for B.Es. & D.C.Es.	150-10-200 or 180-10-250 for B.Es. & D.C.Es.	Head draftsman
90-5/2-140 or 110-10-180 for B.Es. and D.C.Es.	100-4-120-5-170 or 110-10-180-for B.Es. & D.C.Es.	Draftsman
50-5/2-90 or 70-5--110 for D.C.Es.	70-3-85-4-125-or 70-5-130- for D.C.Es.	Asstt. draftsman.

There are at present two sets of scales for the Draftsman estabt. viz. (a) scales for B.Es. and D C.Es. in line with the S.S.E. scale of Rs. 70-5-110-10-250 and (b) scales for others, who are not so qualified. The proposed scales for B.Es. and D/C.Es. should preferably be in line with the proposed S.S.E. scale, and should show distinct improvement at least in initial pay over the proposed scales for non-B.Es. and

non-D.C.Es. The following scales are therefore suggested for B.Es. and D.C.Es. -

	Rs.
Draftsman.	120-10-180
Asstt. Draftsman.	80-5-130

No change appears necessary in the Head draftsman's scales.

9. Clerical establishment :-

The present sanctioned scales (applicable to new entrants) and the revised scales proposed for the clerical estabt. in this Dept. are :-

	Present scales Rs.	Proposed scales. Rs.
(a) S.E's Head clerk	200-10-260	220-10-300
(b) S.E's First clerk.	135-5-180	150-10-200
(c) Ex. Engr's Head clerk.	115-5-160	140-10-190
(d) Senior Accounts clerk.	95-5-115	100-8-140-10-150
(e) Clerk	70-5-95	92-8-140
(f) Clerk.	25-5/2-65	46-3-85-4-105-

View ing the proposed scales together, the grade "(e)" appears unnecessary and out of the line. The posts in that grade may, if approved, be divided equally between the grades (d) and (f), and the grade (e) abolished The maximum of the grade "(d)" should preferably be Rs. 140, so that it does not exceed the minimum of the grade "(c)". These suggestions are for orders.

Formerly, there were separate pay-scales for Subdivisional clerks, which are no longer in force. They have been incorrectly shown in the Schedule and will have to be deleted. The scales for Divisional clerks now apply to Subdivisional clerks also.

10. Storekeepers and Asstt. Storekeepers:-

The present sanctioned scale and the one proposed for Storekeepers are compared below with the proposed lowest clerical grade .

Storekeepers	Present scale	Rs. 40-4-80-5/2-120
	Proposed scale	Rs. 60-4-120-5-150
Clerks	Proposed scale	Rs. 46-3-85-4-105

The proposed scale for Strrekeepers seems quite satisfactory.

The post of Superintendent, P.W.D. Store and Workshop in the Presy. Dn., has not been included in the Schedule. Its present sanctioned scales are. -

Old scale	Rs. 150-5-200
New scale applicable to new entrant.	Rs. 135-5-180

A revised pay-scale of Rs. 160-10-220 may, if approved, be suggested for the post.

The posts of Asstt. Storekeepers have not been shown in the Schedule. As the present sanctioned scale for them should be Rs. 46-3-85-4-105, which is the proposed scale for the lowest clerical grade.

11. Secretariat establishement :-

In the case of Senior and Junior Supdts. and Senior and Junior Asstts., it is proposed to restore the old scales applicable to old entrants as shown below -

	Old scales applicable to old entrants and now proposed for new antrants also. Rs.	New scales applicable to new entrants now proposed to be cancelled. Rs.
Sr. Supdts.	475-25-600	400-25-500
Jr. Supdts.	320-20-440	275-20-375-25-425
Sr. Asstts.	210-15-300	180-10-200-15-260
Jr. Asstts.	120-10-250	100-5-120-10-220

The following scales have been proposed for the other Sectt. Establishment.

	Present sanctioned scales. Rs.	Proposed revised scales. Rs.
Stenographers.	150-5-250-10-300	160-8-200-10-300-15-360
Clerks Typists	50-3-95-5-160	75-5-140-8-220

No remarks seem to be called for on the above -

12. Information about the other more common categories of estabt. is given below :-

	Present scales. Rs.	Proposed scales. Rs.
Maistries.	30-2-50-5/2-7-	55-3-85-4-105

	Present scales. Rs.	Proposed scales. Rs.
Maistries.	30-2-50-5/2-7-	55-3-85-4-105
Karkuns - Divisional	25-5/2-60	
Sub-Dnl.	25-5/3-60	40-3-85
Sectional	20-2/2-40	
Mukadams	15-1/2-25	30-1-45

No remarks are called for on the proposed scales above.

13. There are several other categories of posts (lower grade subordinate and inferior), for which the pay-scales have been much improved. There are also special grades of posts in the El. Grid, El. Circle, P.H.Circle and under the Director, D.D.Chawls and the Architect to Govt. Whatever remarks are considered necessary on them will be offered on receipt of information from the S.Es. etc. at the meeting to be held next week. The list of posts omitted from the Schedule will also then be compiled. For the present, the information given above indicating the broad lines, on which the scales have been revised, will, it is hoped, be found sufficient for the purpose of the meeting, where the subject can be discussed only on general lines and not in detail in regard to the numerous categories of estabt. and these proposed scales- for which a great deal of time and labour will be required to collect the information, which is not possible in the absence of the local officers' reports. The Schedule by itself is not self-explanatory or completely intelligible, showing which posts posts pertain to which offices. The difficulties noticed in examining the Schedule will be pointed out in replying to the F.D., which will then have to deal with them, as it thinks fit.

Id
1/10/47

I agree in general but we cannot frame our proposals till the discussion on the 6th.

Id
4/10

27

The post of the Supeintendant P.W.D. stores will have to be given a better pay than 160-10-220, considering his ~~s~~ responsibilities. The pays proposal ~~at~~ for the Sub-overseers need down ~~xxxx during~~ downgrading, considering ~~tHH~~ their ~~them~~ educational qualifications.

Id
4/10/47.

Points for discussion in the meeting of the Public Works Department Officers to be held on the 6th of October, 1947.

---

1) Pay Schedule for Classes III and IV.

2) Continuance or otherwise of Classes I and II in gazetted ranks of the Public Works Department

3) Policy regarding posting of Sub-Overseers.

4) Expansion of Public Works Department staff for post War Programme.

5) Progress of preparation of plans and estimates for works included in the 1947-48 programme --- Both for provincial Roads and National Highways.

6) Progress on construction of Village Roads, other Provincial Roads and National Highways.

7) Use of Bull dozers for Village Roads (Result of enquiries made by the Superintending Engineer, Central Circle.)

29

Confidential.
No. 6919/36-E (II).

Public Works Department
Bombay Castle, 13th October 1947

To

The Financial Adivser to the Government of Bombay,
Finance Department, Secretariat, Bombay.

Subject:- General (post-war) revision of pay.

Reference : Government Memorandum, Finance Department, No. 6567/36-X, dated the 10th September 1947.

2:- The Pay Schedule sent by you has been examined but it must be pointed out that the time given has been too short for a proper disposal, specially as this Pay Schedule may have to last for the next 20 to 30 years and also as there was not enough data available to verify and compare with special reference to the points mentioned in your paragraph 7.

3:- (i) The point (1) mentioned in your paragraph 7 is very fundamental and important and it appears that it is impossible to examine this point from the Pay Schedule and the form in which it has been put because designations for the same kind of work and qualifications may vary in the different Departments apart from the difficulty of going through such a huge schedule in such a short time for the necessary comparision.

(ii) The best method would appear to be to ask each Department to make out a list of the employees in that Department against which designation they should state the minimum qualifications needed for appointment to the various categories and state in a separate column the period of training or probation if any. The basic pay scales should then be fixed for each kind of qualifications and each Department asked to fit in the pay scales they would like to fix for each of the categories taking into consideration the minimum qualifications needed and the experience or probation required before appointment.

If people of higher qualifications than the minimum are to be taken in these posts a standardized method of giving a higher starting pay should also be laid down.

(iii) It would also be advantageous to standardise

the designations in the whole Province so that people doing similar kind of work in the various Departments should be designated similarly. This would be possible if a categorised list as mentioned (ii)above is first made out.

(iv) After obtaining such categorised lists from all Departments an overall list should be made out in which the employees of various Departments should figure against the minimum qualifications fixed for the posts. It should then be possible to so regulate the pay scales for the various Departments as to be uniform and yet take into consideration the preliminary training needed and the nature of responsibility and duties of each kind of staff.

In the absence of such a basic method of fixing pay scales the present inequalities between the pay structures of various Departments for the same kind of work will be perpetuated and will continue to cause heart-burning and competition for jobs by the various candidates. This is a fundamental point which should be rectified at this stage. Specific instances of such cases can be quoted by looking through the Schedule and some of them would be mentioned hereafter.

3. We have fixed the pay scales according to the qualificati ons and the principles enumerated in your note accompanying the memorandum. It is however seen from the Schedule that employees among the same designation e.g. Draftamen, Head Draftsmen, Typists, Steno-typists, Fitters, Superivisors etc. are put on varying pay scales in the various Departments. It is absolutely necessary that such distinctions should vanish. If the pay scales proposed by this Department are not considered to be adequate or otherwise the points should be reconsidered and the pay scales of similar employees in all the Departments should be the same.

4. In some cases the scales, specially, clerical have been merged one into the other, e.g. items Nos. 130 and 131 at page 278. This would give benefit to the lower scale employees but will not give corresponding benefit to the employees alre dy in the higher scale.

Presuming that the pay structure is to be fixed according to the economic conditions and not with the idea of giving everybody a lift, it appears that no extra benefit should accrue to the employees already in the higher scale. If, however, the converse is true the nature and method of extra benefits to be given to the higher scale employees will have to be laid down. This will apply not only to this particular quoted instance but to many other categories of staff in all the Department.

5. Special mention must be made of one class of employees viz. the Typists and the allied staff. Various names as for example Typists, Steno-Typists, Stenographers, have been used in the Pay Schedule. These occur presumably because the posts have in the past been sanctioned under these designations. In my opinion there should be no difference between a shorthand-Typist, a Steno-typist and a Stenographer and I suggest the scales should be based fundamantally on that of the Typists for whom a basic pay scale should be laid down both for the mofussil and the Bombay City. The Shorthand or Steno-Typist should get their Shorthand allowance over and above the Typists' pay.

The word Stenographer appears to be redundant and should be merged into the word Steno-Typist, the word Shorthand-Typist being entirely omitted. On the other hand there are certain types of stenographers like those who take down verbatim minutes of the legislature or of other boards or committee meetings whose duties are surely heavier than the ordinary stenotypist. In their case the shorthand allowance may be increased or if considered necessary they may be put on a specific scale. The other kind of Stenographers or Steno-Typists who take ordinary dictation from a officers should be treated alike.

In offices where there are a number of Typists and Steno-Typists there is usually a head of the branch who may be designated Head -Typist. He should in addition to the Typist' pay and Shorthand allowance (if he is a Steno-typist get an extra allowance as Head-Typist.

This reform in nomenclature and pay structure is absolutely essential and should be applicable to all the Departments where at present the pay scales and nomenclature appear to be different w ith the result that there is such a scramble for this class of employees that people leave one office to go into another where though the nature of the work is the same the pay scale is better. Such cases have already happened in this Department and it is very disirable that conditions should be laid down to assure obviation of such unhealthy competition.

6. Temporary personnel. It is very difficult to lay down hard and fast rules for treating this kind of personnel. In the past the technical staff has usually been given higher scales of pay when they are working in temporary capacities. Such pays are finally reduced to bring them into line with the permanent pay structure when these people are made permanent. Such inflated pays are rarely given to members of the ministerial and other staff. It is not possible to fully dealwith this subject in this Pay Schedule which contains all kinds of staff under the head Temporary'. The pay scales as suggested by us are mainly meant for the permanent employees and to be applicable even to the temporary staff where there has been no previous practice of giving inflated scales.

The grades and classes of the employees where inflated rates may continue will need further consideration but in the meantime it may be left to the local officers to continue the previous preacice.

7. There are a number of classes of employees which have been ommitted from this Pay Schedule. While we could quote some of the employees in Bombay City it has not been possible to get detailed figures from the Mofussil officers. The Pay Schedule is not therefore absolutely complete.

If however the method of categorisation suggested above is adopted it will be possible to analyse all the categories of staff in each Department, to level up the inequalities and to get a complete notion of all grades and scales of Government servants.

8. Similar is the case with verification of the numbers. As the numbers are for the whole Department and as the same class of employees occur at various places even under the same Departmental list it has not been possible either for us or the local officers to varify the correctness of the numbers which will to an extent need change. This varification is not possible in t is short time at our disposal and will again be better done by categorising the staff as suggested above.

9. While suggesting modified pay scales, starting figures and efficiency bars very careful consideration has been given to the qualifications, training, responsibilities and the nature of work and other points mentioned in your memorandum.

While our recommendations may be considered as more or less final for the technical staff (Subject to the previse that similar personnel in the other Departments are treated similarly) it must be admitted that no finality can be claimed for this pay Schedule as treated now. These recommendations may therefore to an extent be considered as tentative. We are communicating with local officers to submit categorized lists according to the suggestions made above whereafter if necessary a further communication will follow regarding the changes, if any may be necessary.

10. A natural differentiation has to be made between the Bombay and the Mofussil scales of pay as has also been pointed out in the accompaniments to your memorandum. As far as possible we have given due consideration to the basic principles. Staff that may be interchangeable between the Districts and Bombay has been in majority of cases put only in the Mofussil scales of pay and when employed in Bombay they will be entitled to the current Bombay allowance. Here again some discrepancy might have crept in due to the fact that the main work of reviewing the Pay Schedule has been done in the secretariat and with the informationavailable to us.

11.

11. Considering all the above points and the fact that the decisions now arrived at are of fundamental importance and along term nature it appears that though the metter is of immediate public importance it should ~~be~~ -for that very reason need a much more detailed and equitable scrutiny and attention. It is therefore recummended that as an immediate measure the pay structure for class IV of of employees may perhaps be punlished if publication is necessary without any further delay. The pay structure of for the Class III of employees involves the majority of Government servants who are a very improtant link in the administration and should need a fuller scrutiny which should be taken in hand immediately according to the basic principles and methods suggested above. Their pay schedule should therefore be published after a couple of months and after full detailed review so as to obviate any invidious distinctions or giving pays not cemmensurate with or less than what this class of employees may deserve.

12. The items referring to this Department may be seen at pp. 155-64 and 262 onwards of the pay-schedule.

By order of the Governor of Bombay,

Sd/- O/C
13/10/47
(B. S. Vyas,)
(Secretary to the Government of Bombay,
for (Public Works Department.
(

D. A . 1 copy (modified)
of pay schedule.

(office
Pl. see connection in line 1 para's of the draft

& correct all copies.

Id
13/4)

Issued
13/10/47

Done Sir.

Id
13/10/47.

The Dy. Secy.(I) and I have gone throughly into the Pay Schedule withih the time at our disposal and according to the discussion in the meeting to the 6th instant. We have also derived help from the Electrical Engineer, the S.E.N/C. and the Accounts officer of the Electric Grid. We must admit, however, that finality or absolute correctness cannot be claimed for the suggestions put forth by us herein as an absolute varification and comparison is inherently impossible at this stage.

2. Subject to this a self-explanatory draft is submitted herewith for approval. The draft explains the drawbacks and difficulties which are inherent in the present method and I strongly urge that we should not publish the Pay Schedule for class III of Government employees, otherwise there is sure to be a spate of representations and heart-burning. I am strongly of the opinion that the method of categorization of staff of all Departments should be followed and that the pay structure should be fixed on the fundamental principle of similar emoluments for similar qualifications, training and experinence. The present Pay Schedule does not take this basic principle into account and merely upgrade the lower paid staff without in any way removing the invidious distinctions inherent in the old pay structure. This anomaly is desired to be removed by point (1) of para. 7 of the F.D. memorandum but the object has not been and cannot be attained with the present method of review.

3. I propose that the local S.Es. be asked to send their men and copy out the recommendations made by us in the Pay Schedule. They should then categorize their staff in the method indicated in the proposed draft and submit recommendations and proposals for modification s if any Such categorized lists will also remove inequalities and give us complete figures about numbers, grades and classes of employees in this Department.

4. We have as far as possible given full consideration to qualifications, responsibilities and nature of work for the

staff employed under various designations and fixed their pay schedules accordingly. In some cases we had to suggest varying starts and scales of pay under the same designation in cases where people of different qualifications are to be employed under the post e.g. Draftsman's cadre etc. We have also tried to strike a balance so that no particular class of post gives more attraction to the people who with the same qualifications could seek employment elsewhere also.

5. In the pay structure proposed by us it is inherent that where similarly qualified people can be employed at various grades of similar posts such posts should come into common cadre at least in each circle. To mention some we strongly recommend that the cadre for Assistant Draftsmen, Draftsmen and Head Draftsmen should be joint. Similarly for Store-clerks, Store-keepers, Typists, Steno-Typists and Head-Typists.

If this is done employees in each of such categories can look forward to future promotions and therefore we shall be able to get capable hands even at the lower rungs of the ladder. Without such a combined cadre we shall be left only with duds who will join in the lower scales and due to their inefficiency Government will in the long run be a financial loser even if it may absorb them at lower rates of pay. Orders on the above will be issued after the S.Es. have categorized the staff and we have reached final decision on the pay structures.

6. The recommendations made herein are the result of a joint effort by the Dy. Secy. (I) and myself and contain our joint recommendations. The draft and a copy of the corrected pay schedule will be sent to F.D. after approval.

7. The office has just completed coping the modifns. & a copy is submitted. It will be checked by me before sending it to F.D.

We are concerned with some items at pp. 155-64 & the full list under P.W.D. from p. 262 onwards of the Schedule.

Id
10/10/47 Id 10/10/47 Id 10/10

Resubmitted with a draft letter for approvals with refce. to para 3 of the Dy. Secy's note.

Id
14/10/47

Id
14/10/47

Letter.

Confidential.
Very Urgent.
No. 6919/36-E(II).

Public Works Department,
Bombay Castle, 14th October 1947

To

The Superintending Engrs. of Circles.
The El. Commr. with the Govt. of Bombay.
The Electrical Engineer to Government.
The Public Health Engineer to Government
The Architect to Government(Junior).
The Director,,Development Department Chawls.

Subject:- General (post-war) revision of pay.

In forwarding herewith a copy of G.L.No. 6919/36-E(II), dated the 13th October 1947, you are requested to send a clerk to copy out in your copy of the Pay-Schedule the revised pay-scales recommended by this Department to the F.D., as shown in the copy of the Pay-Schedule in this office. It will suffice if a clerk from the Central Circle office comes to Bombay to copy out in his handwriting the recommendations in his copy of the Pay-Schedule, which can then be used for copying out the recommendations by the other offices stationed in Poona and by the Southern Circle clerk, who should go to Poona for the purpose. Similarly, the copy of the Py-Schedule in the Northern Circle office, after it is completed from the copy in this office, can be used for copying out the recommendations by the other offices stationed in Bombay. The necessary arrangement should be made accordingly.

2. You are also requested to categorize the whole establishment under you according to the method indicated in the Govt. letter quoted above, and to submit recommendations and proposals for modifications, if any. These categorised lists should give complete information about numbers, grades and classes of

of employees in the Department.

3. A copy of Govt. Letter No. 6919/36-E(II), dated the 22nd September 1947, and its accompaniments are forwarded herewith to the Architect to Govt.(Junior).

By order of the Governor of Bombay,

Copy, with a copy of G.L.No. 6919/36-E(II), dated the 13-10-47, forwarded to

the Housing Commr., Bombay,
the Director of Agrl. Engineering, Poona.

D.A.:- Copy of G.L.No. 6919/36-E(II)
dated 13-10-47.
Copy of G.L.No. 6919/36-E(II)
dated the 22-9-47, and its
accompts. for the
Architect to Govt. only.

Id
14/1-/47

Id
14/10/47

E.B.(II) 6919/36

P. W. D.

General revision of pay-scales for subordinate and inferior services.

This case has been fully noted upon at pp. 5-8, 31-40 & 131-133 ante. The subject was discussed at a meeting of the P.W.D. officers held in this office on the 6/10/47. The proposals of this Deptt. were then framed and communicated to the F.D. as per the letter at pp. 119-125 ante. The basic principles and methods to be followed in fixing the revised pay-scales were also suggested to the F D., which was requested to overhaul the Schedule accordingly of the proposed revised scales in consultation with the different Deptts. In this con. the D. Secy. (Mr. Anand) noted as follows:-

"I am strongly of the opinion that the method of categorization of staff of all Deptts. should be followed, and that the pay-structure should be fixed on the fundamental principle of similar emoluments for similar qualifications, training and experience. The present Pay Schedule does not take this basic principle into account and merely upgrades the lower paid staff without in any way removing the invidious distinctions inherent in the old pay structure."

Copies of the lett er addressed to the F.D. were sent to the S.Es. etc., who were asked to categorize the whole estabt. under them according to the principles and methods indicated therein, and to submit proposals giving complete information about the estabt. A mass of information and proposals have accordingly been received from the S.Es. etc.

2. The structure of the proposed revised pay-scales in the Schedule has been fixed on the basis of certain principles as explained in the F.B. Notes and approved by Govt. In order to effect uniformity in the pay-scales, typical scales have been laid down and all posts have been fitted into these scales or portions of them.

No pay-scale as given in the Schedule can therefore be radically altered without affecting the general structure of pay-scales and the basic principles underlying it. Unless, therefore, the F.D. proposes to overhaul the Schedule on the lines suggested by this Deptt., what is required to be done is to prepare a list of posts and their pay-scale ommitted form the Schedule and communicate it to the F.D. for revising the scales on the basis of the principles adopted by that Deptt. A list of discrepancies and anomalies requiring to be set right and noticed in the Schedule in the light of the reports from the S.Es etc. will have also to be furnished to the F.D., if that Deptt. has decided to adhare to the pay-structure in the Schedule and the principles on which it is based. In that case, the proposals made by the S.Es. etc. which radically depart from the Schedule cannot be further considered. The papers may therefore first be refd. to the F.D. for advise in the matter before proceeding further with the case.

Id
14/1/48 Id 15/1/48

Id
15/1/48

U. O. to F. D. Dated 15-1-48.

Compt.

Finance Department, 'X'

The Schedule of pay-scales for non-gazetted Govt. servants is being sent to the Press for final printing and it does not seem feasible to hold up its publication pending receipt of further proposals from the P.W.D. letter at pp. 119-125 ante. and in the Schedule forwarded therewith have been taken into account in fixing the revised scales for P. W. D. staff, vide the office note dt. 3.11.47. Certain discrepancies pointed out by the A.G. have also been removed and the Schedule has been further scrutinized in this Deptt. before it was finalised. In the circumstance it does not seem necessary for the P.W.D. to forward any further proposals or remarks to this Deptt. That Deptt. may be advised accordingly.

Id 16/1/48 Id 16/1/48 U.O.R. to P.W.D., dated 16-1-48.

41

So far as para 3 is concerned Pl. see G.R., L. Deptt. No. 1953/46, dt. the 9th Sept. 1949 (1264/48/60297)

So far as para 3(1) is concerned Pl. see G.R., F.D., No. 6567/33 dt. the 27/4/50 (1264/48/42183)

General (post-war)revision of pay scales and allowances.

For further irders Pl. see G.M. F.D., PAY 1253 IX 12454.

GOVERNMENT OF BOMBAY.
Finance Department.

For further orders pl. see G.M.,F.D., No. 6567/33/36674-IX, dt. the 16-10-51.

Circular Memorandum No. 6567/33-III. (PSE 1151/91156)

Bombay Castle, 15th January 1948.

The Bombay Civil Services (Revision of Pay) Rules, 1948, together with a Schedule of revised (post-war)scales of pay prescribed for the various services and posts, have been issued separately. Orders sanctioning revised rates of dearness allowances and house rent and compensatory local allowances to non-gazetted Government servants have also been issued. It has not been possible to include in the Schedules revised pay scales for the gazetted services and also for certain non-gazetted posts. These pay scales, as well as the rates of dearness, house rent and compensatory local allowances applicable to gazetted officers, will be announced as soon as possible.

2. Bombay City and mofussil scales. - The existing distincition between mofussil and Bombay City scales has been maintained in respect of the revised scales prescribed in the Schedule. Unless otherwise specified in the Schedule, Government servants whose existing scales are Bombay City scales of pay will not be eligible for the house rent and compensatory allowances sanctioned for Bombay City, in Government Resolution, No. 6567/33-IV, dated 15th January 1948. Only Government servants on mofussil scales of pay serving in the Bombay City will be eligible to draw these allowances.

* For partial modification of this para, pl. see G.R., F.D.No. 6567/33, dated the 15/12/48 (6919/36 72984)

3. Starting pays for clerks and Secretariat stenographers.-- (1) In supersession of all existing orders on the subject, Government has decided to grant the following starting pays to clerks in the prescribed scales shown below :-

* For further order pl. see G.R., F.D. No. 6567/33, dt. the 26/4/49 (6919/36/34251)

Scale.	Starting pays.	Rs.
1. Mofussil scale of Rs. 46-3-85-E.B.-4-125 -5-130 or part of this	Non-qualified men	.. 46
	Matriculates *	.. 55

Graduate....

4P2

Scale.	Starting pays.	Rs.
	Graduates ..	64 *
	Honours Graduates.#	70
2. Bombay City scale of Rs.~~75~~-75-5-~~140~~-E.B.-6-200 or part of this scale.	Matriculates *	75
	Graduates ..	85
	Honours Graduates.#	95

(2) Persons recruited as stenographers for service in the Secretariat or as Personal Assistants to the Ministers, in the Scale of Rs.180-10-310-15-400 should, if they are graduates, be given a starting pay of Rs. 200 in that scale. Gradulate stenographers and graduate Personal Assistants who are already in service and for whom the scale of Rs. 180-10-310-15-400 has been prescribed, should be granted two advance increments over and above the pays admissible to them in ~~stat~~ that scale under the Bombay Civil Services (Revision of Pay) Rules, 1948, (i) with effect from the 1st January 1947 or the date of graduation whichever is later, provided they were in service on the 1st January 1948 or (ii) with effect from the date of entering service, if it is later than the 1st January 1948. G.R.F.D No,

For further orders please see No. ~~xxxx~~ 6567/33, dated 26-11-48 File No. 6919/36/72985.

4. Special pays.-- Pending a general scrutiny of special pays, the special pays at present granted to Government servants, whether as a fixed sum or as a percentage of pay, will continue to be paid at the existing fixed rates or percentages, the latter being calculated on the pays admissible under the Bombay Civil Services (Revision of Pay) Rules, 1948.

5. The administrative departments of the Secretariat are requested to bring to the notice of this Department any posts (other than those which are speciafically stated to be under consideration) which may have been omitted from the Schedule accompanying the Bombay Civil Services (Revision of Pay) Rules, 1948.

By order of the Governor of Bombay

For further orders pl. see
G.C.H., F.D., No.6567/33,
dated the 13th Octo. 1949
(1264/48/5808 of 1950).

B. VENKATAPPIAH,
Secretary to Government.

* For further orders, directing that gradualtes in courses other than Arts passing in a class higher than that required for were passing shd., when recruited clerical estabts;, be given the.....

the same starting pay as honours graduates in Arts, Pl.
see G.R., F.D., No. 6567/33, dt. the ~~15/12/48~~ 15/12/48.

G.C.M. No. 6567/33-III, F.D., dated 15th January 1948

To

The Accountant General, Bombay,

The Private Secretary to the Governor,

The Military Secretary to His Excellency the Governor

The Secretary, Bombay Public Service Commission,

*The Prothonotary and Senior Master, His Majesty's High ~~His~~ Court, Bombay,

*The Registrar of His Majesty's High Court, Appellate side, Bombay,

The Examiner, Local Fund Accounts, Bombay,

The Right Reverend the Lord Bishop of Bombay,

The Reverend the Presidency Senior Chaplain, Church of Scotland, Bombay,

All Departments of the Secretariat,

All other Heads of Departments under the several Departments of the Secretariat,

All Heads of Offices,

The Director of Publicity,

The Enquiry Officer, Secretariat.

*By ~~xxxxx~~ letter.

No. Of 1948

Copy forwarded for information and guidance to.

44

6919/36/3554

E.B.(II). P. W. Deptt.

Submitted with reference to the office note, dated the 14-1-1948.

2. The schedule of revised pay-scales sanctioned by Govt. has been disposed of separately. A spare copy of the schedule is put up below. The structure of the revised pay-scales as originally proposed by the F.D. has practically been adhered to. The basic principles and methods suggested by this Deptt. for revising the scales by categorising the staff of the different Deptts. have not been followed, as it was obviously not possible to overhaul the whole schedule of scales as suggested by this Deptt., without postponing indefinitely the publication of the revised scales. The revised scales benefit only inferior servants and those subordinate servants who are most junior in their respective grades. Senior men who have rendered even a few years' service in their present grades derive no immediate benefit in pay on account of the eleborate rules made for fixing the pay in the revised scales. The F.D. has now asked the Deptts. to bring to the notice of that Deptt. any posts which may have been omitted from the schedule of the revised scales. The draft letter put up may, therefore, issue.

Id
21-21-48

Id
21/2/48

Id
23/2/48

45.

Letter 6919/36
3554

No. 6919/36-V-E(II). P. W. Deptt.,
B.C., 23rd F.b. 1948

To

The S.Es. of Circles.

The El. Commr. with the Govt. of Bombay,

The El. Engr. to Govt.,

The P.H.E. to Govt.,

The Architect to Govt.,

The Director, D.D. Chawls.

Subject:- General (post-war) revision of pay-scales.

Reference: Para. 5 of Govt. Circular, Memorandum, Finance Deptt., No. 6567/33-III, dated the 15-1-1948.

2. A consolidated list of permanent and temporary posts omitted from the schedule of revised pay-scales sanctioned should be submitted to Government, showing the present sanctioned scales for them - both pre-1931 and post-1931 scales and any subsequent improved scales. A list of glaring discrepancies and anomalies requiring to be set right and noticed in the schedule of the revised scales sanctioned should also be submitted to Govt. No new proposals except for the above two lists should be made for improving the sanctioned revised scales.

By order of the Governor of Bombay,

D.A. Nil.

Id
21-2-48

Id
21-2-48

Id
23-2-48